DOCUMENT RESUME

ED 255 822 CG 018 154

TITLE	A Survey of Members of Congress about Drug Abuse in Their Districts. A Report of the Select Committee on Narcotics Abuse and Control. House of Representatives, Ninety-Eighth Congress, Second Session.
INSTITUTION	Congress of the U.S., Washington, DC. House Select Committee on Narcotics Abuse and Control.
REPORT NO	SCNAC-98-2-9
PUB DATE	85
NOTE	20p.; Portions of document may be illegible because of small print.
PUB TYPE	Legal/Legislative/Regulatory Materials (090) -- Reports - Research/Technical (143)
EDRS PRICE	MF01 Plus Postage. PC Not Available from EDRS.
DESCRIPTORS	Behavior Problems; *Crime; *Drug Abuse; Drug Education; *Illegal Drug Use; *Law Enforcement; Legislators; Marihuana; Prevention; Surveys
IDENTIFIERS	Congress 98th

ABSTRACT

Members of the House of Representatives from 92 districts in 32 states, Puerto Rico, and the District of Columbia (21 percent) responded to a questionnaire soliciting information about the drug abuse situation in their congressional districts. Results from the questionnaire showed that over 96 percent of the respondents characterized drug abuse in their districts as either severe or moderate. The five most prevalent drugs, in order of frequency of mention, were marijuana, cocaine, stimulants, tranquilizers, and hallucinogens. Marijuana was believed to have been grown illicitly in over 60 percent of the reported districts, and illicit drug manufacture was believed to have occurred in nearly half the districts. Schools, streets, and workplaces were seen as the primary locations at which drugs were abused; schools, streets, parks, and public facilities for entertainment and sports were most frequently cited as trafficking locales. Crimes committed by drug users and juvenile behavior problems were most often perceived as the major problems resulting from drug abuse. Respondents stated that their constituents appeared to express the need for better drug abuse prevention/education programs and for improved drug law enforcement and prosecution capabilities. The Select Committee on Narcotics Abuse and Control concluded that intensified efforts by all levels of government, as well as the private sector, are needed to combat drug-related problems. (NRB)

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[COMMITTEE PRINT]

98TH CONGRESS
2d Session

HOUSE OF REPRESENTATIVES

A SURVEY OF MEMBERS OF CONGRESS ABOUT DRUG ABUSE IN THEIR DISTRICTS

A REPORT

OF THE

SELECT COMMITTEE ON NARCOTICS ABUSE AND CONTROL

NINETY-EIGHTH CONGRESS

SECOND SESSION

SCNAC-98-2-9

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U.S. GOVERNMENT PRINTING OFFICE
WASHINGTON : 1985

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INTRODUCTION

The mandate of the Select Committee on Narcotics Abuse and Control is to conduct continuing oversight and review of the problems of narcotics, drug, and polydrug abuse and control. In carrying out this responsibility the Select Committee, throughout the 98th Congress, held hearings and conferences in Washington, D.C., and in critical locations around the country to assess the magnitude of the drug abuse problem in the United States and the quality and success of programs addressing it.

Another important initiative we undertook was to solicit the views of all House Members concerning the nature of drug abuse and drug trafficking within their Congressional districts. The results of this survey provide the Select Committee and the Congress with a national overview of the drug abuse situation from a Congressional perspective. We believe the survey provides a valuable indicator of the dimensions of drug abuse problems and also serves as an accurate barometer of public concerns about drug abuse. Our survey is comprehensive in that views were sought from every Member on the nature of the drug problem in their districts, the social problems stemming from drug abuse, and the needs of law enforcement and drug abuse treatment/prevention services to combat drug-related crime and drug usage.

The Select Committee wishes to thank all those Members of Congress who participated in this survey.

EXECUTIVE SUMMARY

This report describes the perceptions of Members of Congress concerning drug abuse and drug trafficking in their districts.

Twenty-one percent (21%) of the Members of the House of Representatives from 92 districts in 32 States, Puerto Rico, and the District of Columbia, responded to a questionnaire surveying the drug abuse situation in their districts. Over 96% of the respondents characterized drug abuse in their district as either severe or moderate with the reports equally divided between the two conditions. The five most prevalent drugs, in order of frequency of mention are marijuana, cocaine, stimulants, tranquilizers and hallucinogens, all of which were reported by more than half of the responding Members. Marijuana is believed to be grown illicitly in over three-fifths of the reported districts, and illicit drug manufacture is believed to occur in nearly half of the districts.

Schools, streets and work places are seen as the primary locations at which drugs are abused; while schools, streets, parks and public facilities for entertainment and sports are most frequently cited as trafficking locales.

Crimes committed by drug users and juvenile behavior problems are most often perceived as the major problems resulting from

drug abuse. A large majority of Members responding state that their constituents appear to express the need for better drug abuse prevention/education programs and for improved drug law enforcement and prosecution capabilities. Most Members responding also stated that enhanced drug law enforcement, as well as expanded drug abuse prevention and education programs, should receive priority consideration in the allocations of Federal, State and local resources. Members generally also feel that the private sector should be most involved in improved or enhanced treatment/rehabilitation as well as prevention/education programs.

The report concludes with an assessment of the survey's implications for the Congress and public policy.

RESULTS OF THE SURVEY

Characteristics of Responding Members' Districts

(Questions 1 and 2)

Ninety-two (92) Members, or 21 percent of the House of Representatives returned questionnaires to the Select Committee. The responses are tabulated in Figure 1.

The responding Members represented districts in 32 States, Puerto Rico and the District of Columbia (see Figure 2). Urban districts were represented by 39% of those returning questionnaires. An equal number (39%) represented suburban areas. The remaining 22% characterized their districts as primarily rural. The 36 suburban districts include three identified as suburban and rural, three as suburban and urban, and four as suburban, rural and urban.

Drug abuse problems were viewed as severe in 49% of the reporting districts (hereafter referred to as "severe" districts). Forty-eight percent (48%) of the respondents characterized the drug abuse problem in their districts as moderate (hereafter referred to as "moderate" districts). Only 3 Members thought that the drug abuse problem in their districts was insignificant. The drug abuse problem was characterized as severe in 74% of the urban districts and moderate in the remaining 26%. At the other extreme, only 19% of the rural district Representatives felt the problem was severe. Most Members from rural areas (71%) characterized the problem as moderate, and 10% reported it to be insignificant. The suburban districts fell between the two with 43% reporting severe, 54% moderate and 3% insignificant drug abuse problems.

In summary, among Members who responded to the questionnaire, nearly all (97%) considered drug abuse to be either a severe or a moderate problem.

SELECT COMMITTEE ON NARCOTICS ABUSE AND CONTROL
CONGRESSIONAL DRUG ABUSE/CONTROL SURVEY - 1984

FIGURE 1

1. A. Please indicate your district: (#) _____, (State) _____ (Responses received from 92 districts in 32 States, D.C. and Puerto Rico)

   B. Is your district primarily (check one) 36 Urban, 35 Surburban, or 21 Rural?

2. Please characterize the drug abuse problem in your district (check one) 3 Insignificant 44 Moderate 45 Severe

3. During the past two years, how have drug abuse/drug trafficking changed in your district?

   Drug Abuse: 51 increased, 33 remained relatively constant, 6 decreased, 0 does not exist.

   Drug Trafficking: 57 increased, 27 remained relatively constant, 6 decreased, 0 does not exist.

4. What drugs appear to be prevalent among what groups in your district?

	Juveniles (under 18)	Young Adults (18-25)	Adults (26-59)	Older Persons (60+)	Total # of districts in which prevalence is reported for at least one age group
Marijuana / Hashish	86	86	45	4	90
Cocaine	20	70	74	5	80
Heroin and other opiates	8	57	51	10	58
Methadone	6	17	27	3	29
Tranquilizers (valium, thorazine, etc.)	15	27	53	27	65
Hallucinogens (LSD, PCP, etc.)	37	46	27	2	64
Stimulants (speed, amphetamine, methamphetamine, etc.)	39	62	37	7	70
Depressants (methaqualone, phenobarbital, etc.)	28	43	37	21	59
"Look-alikes"	38	10	9	3	45
Others (specify)	31	18	13	13	35
Total	308	436	372	95	

5. A. Have there been reports or evidence of the cultivation of marijuana in your district? 62 Yes 23 No.
   B. Have there been reports or evidence of illicit manufacture of amphetamine, methamphetamine, LSD, PCP, quaaludes, etc. in your district 45 Yes 36 No 3 Don't know.

6. Where in your district is drug abuse or trafficking prevalent?

	ABUSE	TRAFFIC
Streets	64	67
Workplace	57	39
Schools	74	64
Not Prevalent in My District	5	4
Corrections Facilities	44	31
Parks	53	52
Public Entertainment or Sports Facilities	54	51
Other	13	8

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CONGRESSIONAL DRUG ABUSE/CONTROL SURVEY - 1984

FIGURE 1 (CONTINUED)

7. What appear to be the major problems resulting from drug abuse in your district?

75	Juvenile behavior problems	64	Health and/or safety of users and others
79	Crimes committed by users	29	Corruption
46	Crimes committed by traffickers	47	Loss of productivity by workers
37	Moral decay	20	Unemployment
60	Drain on social services resources	8	Other (please explain)
66	Drain on criminal justice resources	2	There is no serious problem in my district resulting from drug abuse

8. Are your local school districts mandated to provide drug education courses 39 yes, 40 no, 6 other.

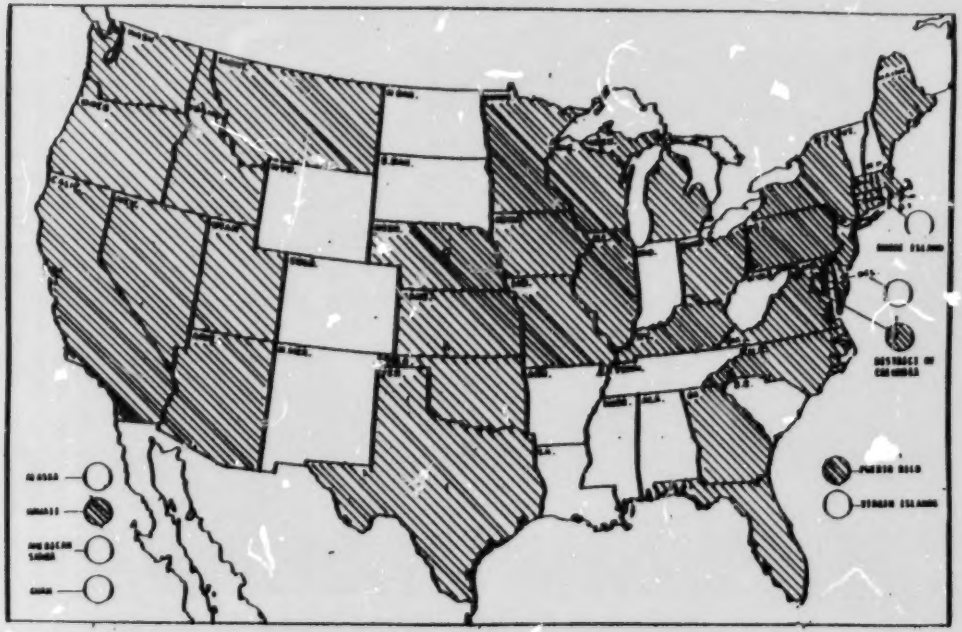
9. Do you meet regularly with community leaders to discuss the issue of drug abuse and trafficking? 37 yes, 3 no.

QUESTIONS 10, 11, 12 and 13 have the same check-off items. The questions are:

10. Do your constituents feel a need for any of the following?
11. Which of these needs do you feel should receive priority consideration for allocation of Federal resources?
12. Which of these needs do you feel should receive priority consideration for allocation of State/local resources?
13. In which of the following do you feel the private sector should involve itself?

The listed needs were:	Number of Responses: Question No. 10	11	12	13
Improved or enhanced drug law enforcement/prosecution capabilities	73	63	53	22
More severe sentencing of drug traffickers	66	53	52	16
Improved or enhanced drug abuse prevention/education programs	75	69	70	61
Improved or enhanced drug treatment or rehabilitation programs	57	46	57	70
Increased efforts to eliminate illicit narcotic production in source countries through diplomatic initiatives, support for crop substitution and/or eradication projects, etc.	36	53	27	14
Domestic marijuana eradication projects	32	27	21	12
Other (Please specify)	8	6	2	7
None of the above (No needs expressed in my district)	2	1	0	0

Figure 2



STATES AND TERRITORIES FROM WHICH ONE OR MORE MEMBERS RESPONDED (SHADED AREA).

Perceived Patterns of Change

(QUESTION 3)

The Members were asked to assess how drug abuse and drug trafficking have changed in their districts during the preceding two years. They were asked whether it had increased, remained relatively constant, decreased, or whether abuse and trafficking do not exist in their districts.

More than half of the respondents reported that both drug abuse and trafficking have increased, with more increases in trafficking than in abuse. About one-third felt that abuse and trafficking remained relatively constant during the past two years, and less than 7% felt that abuse and/or trafficking decreased. None denied that both abuse and trafficking exist in their districts.

In districts where the drug problem was rated as severe, Members reported that abuse and trafficking increased respectively in 75% and 80%; remained constant in 25% and 18%; and decreased in 0% and 2%. Where the problem was rated as moderate, abuse and trafficking respectively increased in 39% and 47%; remained constant in 47% and 41%; and decreased in 14% and 12%. In both types of districts drug trafficking is seen as increasing at a greater rate than drug abuse. Among moderate districts there are nearly the same number in which abuse is increasing as those in which abuse is constant. The moderate group also contains a few districts in which abuse and trafficking are decreasing.

In only three districts was drug abuse assessed as insignificant. One reported an increase in both abuse and trafficking. A second reported both as constant, and the third did not answer that question.

What Drugs Appear to be Prevalent?

(QUESTION 4)

The Members were asked to indicate which of nine specified drugs were prevalent in their districts and in which of the following age groups they were prevalent: juveniles (under 18); young adults (18–25); adults (26–59); and older persons (60+).

Marijuana was cited as prevalent in at least one age group in 98% of the districts. Cocaine was cited as prevalent in 87% of the districts, and stimulant abuse ranked third with 76%. Tranquilizers and hallucinogens ranked with 71% and 70%, respectively. They were followed by depressants and heroin, cited as prevalent in 64% and 63% of the districts, respectively. Less than half of the districts reported prevalence of look-alike substances (49%) and methadone (32%). Write-ins for alcohol and other substances not listed in the questionnaire were cited in 38% of the districts.

Among the four age groups specified in the survey, drug use was reported to be most prevalent among young adults (431 mentions), followed by adults (371 mentions), and juveniles (305 mentions). Drug use was clearly seen as least prevalent among older persons (95 mentions).

Among young adults, the five most popular drugs (ranked in descending order of districts reporting prevalence) were: marijuana/

hashish (92%); cocaine (75%); stimulants (67%); heroin (62%); and hallucinogens (50%). Look-alikes, methadone and other drugs were the least frequently mentioned.

Four of the five drugs most frequently mentioned as prevalent among young adults are also reported among the most popular drugs used by adults, although the order of prevalence is different. In addition, the drugs used most by adults include two (tranquilizers and depressants) that are not among the top five drugs used by young adults. The most prevalent drugs among adults are: cocaine (80%), tranquilizers (58%); heroin (55%); marijuana/hashish (49%); and stimulants and depressants (40% each). Use of look-alikes and other drugs is least prevalent followed by methadone and hallucinogens.

Among juveniles, use of marijuana/hashish is most prevalent (93%) followed by stimulants (42%), look-alikes (41%), hallucinogens (40%), and others (34%). Heroin, which ranked fourth and third in prevalence, respectively, among young adults and adults, was ranked ninth out of ten in prevalence among juveniles. Similarly, cocaine prevalence, which ranked second among young adults and first among adults, was only seventh among juveniles. Methadone was reported to be the least prevalent drug among juveniles.

The drugs that are most prevalent among older Americans are tranquilizers (29%), followed by depressants (23%), others (14%), heroin (11%) and stimulants (8%). Within this age group, use of hallucinogens is least prevalent (2%), followed by methadone and look-alikes (3% each), marijuana/hashish (4%), and cocaine (5%). Thus it would appear that in general, older persons are more likely to abuse prescription drugs than illicit drugs.

A note about the survey's results regarding the prevalence of heroin and other opiates appears to be in order at this point. The results may be looked at alone or in comparison with the prevalence reported for other substances. When looked at alone, heroin is reported as being prevalent in about three out of every five Congressional districts. Adult and young adult abuse is reported in nearly all of these districts, but it is reported as prevalent in juveniles and older persons in only about one in ten districts. However, when heroin is compared with other drugs, its prevalence is seventh out of the ten listed drugs. Among juveniles it ranks ninth, but rises to fourth in young adults and older persons and third in adults.

Other prevalence studies and estimates indicate that the number of heroin addicts is less than the number of users estimated for marijuana, cocaine and other substances. However, the impact of heroin addiction is generally regarded to be more costly and damaging than other forms of drug abuse to both the addict and to society. Testimony presented to the Select Committee reveals that many areas of the country report increased supplies of higher purity heroin. In the last 3–4 years, deaths attributed to heroin and hospital emergency room episodes attributed to heroin overdoses have risen dramatically in many parts of the country, and these indicators of heroin use remain high.

Heroin addiction is also associated with crime. Active addicts are known to be responsible for property crimes far out of proportion to their actual numbers. Moreover, the importation and distribu-

tion of heroin is a vast criminal enterprise which spawns violence, money-laundering and many other criminal activities. These heroin-related crimes impose hardships on the victims and create a costly drain on our limited criminal justice resources.

The Select Committee's survey was intended to gather the impressions of Members of Congress about drug abuse in their districts. The results reflect Congressional concern with the potential impact of heroin abuse. They confirm what the Committee has found from witnesses around the country—that the problem of heroin abuse warrants closer attention by the Federal Government.

The following paragraphs present the survey's results with respect to drug prevalence for each drug separately. The tables show the percent of severe and moderate districts reporting prevalence of each drug among each age group.

MARIJUANA/HASHISH

	Juveniles	Young adults	Adults	Older persons
Severe	96	91	64	9
Moderate	98	93	40	0

Marijuana use is believed to be prevalent by juveniles and young adults in over 90% of the severe and moderate districts and by adults under 60 in 64% of the severe and 50% of the moderate districts. Little marijuana prevalence is reported for the 60 and older population.

COCAINE

	Juveniles	Young adults	Adults	Older persons
Severe	29	80	87	7
Moderate	12	78	80	2

Next to marijuana, cocaine was reported in the largest number of districts. Cocaine was reported for young adults and adults (18–59 years old) in over 80 percent of severe districts and slightly below that rate in moderate districts. Juveniles and older adults do not appear to be affected in as many districts.

Although the prevalence of cocaine use was not felt to be high among juveniles, there are a number of reasons to be concerned that abuse of cocaine among children may be growing. Previously, cocaine was thought to be too expensive for young people to buy. There are now reports, however, that cocaine is being sold on the street in $5 and $10 bags,[1] which brings the cost of this drug within the reach of many more young people. In addition, a recent survey of adolescent callers to the 800–COCAINE Helpline at Fair Oaks Hospital in Summit, New Jersey, reveals that adolescents can and do develop intensified patterns of cocaine usage and suffer seri-

[1] National Institute on Drug Abuse, Epidemiology of Drug Abuse: Trends in Selected Cities, June 1984, Vol. I, Community Epidemiology Work Group Proceedings.

ous consequences related to their cocaine use. The survey also suggests that cocaine abuse in adolescents leads to more rapid and more severe adverse consequences than in adults.[2] Finally, a recently released survey by the New York State Division of Substance Abuse Services reports substantial growth in cocaine use from 1978–1983 among the State's public and private school students in grades 7–12.[3] All of these indicators suggest the need to follow this growing drug trend closely and to focus greater efforts on preventing cocaine use by children.

HEROIN AND OTHER OPIATES

	Juveniles	Young adults	Adults	Older persons
Severe	13	64	67	4
Moderate	5	52	49	2

Among severe districts, 64% reported that use of heroin and other opiates was prevalent for young adults and 67% said such use was prevalent for adults. Approximately 50% of the moderate districts report heroin use to be prevalent for both young adults and adults. About half the number of districts reporting cocaine prevalence among juveniles reported heroin prevalence for that age group.

METHADONE

	Juveniles	Young adults	Adults	Older persons
Severe	0	22	31	4
Moderate	7	16	30	0

The age group among which methadone use was most prevalent is the 26–59 year-old adult group (30% of moderate and 31% of severe districts). No severe districts report that methadone abuse is prevalent among juveniles (under 18) but 7% of the moderate districts did.

Most of the methadone available on the illicit market is diverted from clinics for the treatment of heroin addiction. Methadone, a synthetic narcotic, is seldom a drug of choice but may be sought by addicts who are unable to get enough heroin to satisfy their needs or by addicts who want to cut down on their heroin habits. Addicts in treatment may also seek illicit methadone if their clinic dosages are not high enough to alleviate their heroin craving.

[2] National Institute on Drug Abuse, Epidemiology of Drug Abuse: Trends in Selected Cities, June 1984, Vol. I, Community Epidemiology Work Group Proceedings. Information included in September 21, 1984, letter to Chairman Charles B. Rangel from Dr. Arnold M. Washton, Director of Substance Abuse Research and Treatment, the Regent Hospital, New York, New York. Letter available in Committee files.

[3] New York State Division of Substance Abuse Services, Survey of Substance Use Among New York State Public and Private School Students in Grades 7 through 12, 1983.

TRANQUILIZERS

	Juveniles	Young adults	Adults	Older persons
Severe	16	27	58	38
Moderate	19	34	63	22

Except for older persons, there was little difference between severe and moderate districts with respect to the prevalence of tranquilizer use. Among adults, who had the highest prevalence of tranquilizer use, about 60% of both types of district reported such use. For older persons, in moderate districts, tranquilizer use was more prevalent than any other drug.

HALLUCINOGENS

	Juveniles	Young adults	Adults	Older persons
Severe	45	42	24	2
Moderate	40	63	37	0

Use of hallucinogens is reported to be most prevalent by juveniles (45%, 40%) and young adults (42%, 63%) in severe and moderate districts, respectively. Among young adults and adults, use of hallucinogens is more prevalent in moderate districts than in severe districts.

STIMULANTS

	Juveniles	Young adults	Adults	Older persons
Severe	44	69	42	9
Moderate	43	71	41	7

Stimulant use is most prevalent among young adults in both types of districts, with a large number of districts also reporting prevalence among juveniles and adults. Within each age group, there is little difference between severe and moderate districts in the reported prevalence of stimulant use.

DEPRESSANTS

	Juveniles	Young adults	Adults	Older persons
Severe	36	51	49	42
Moderate	28	45	34	7

The portion of older persons abusing depressants is substantially greater in severe districts than in moderate districts. For older people, more severe districts report depressant abuse than abuse of any other drug. Prevalence of depressant use is also significant in

all three remaining age groups in both severe and moderate districts.

"Look-alikes"

"Look-alike" drugs are reported to be prevalent among juveniles in 40% of the districts. Prevalence falls off rapidly with the more mature groups.

Other drugs

There were a variety of other drugs reported, none with sufficient consistency to warrant an analysis. Among the "write-ins" most frequently reported was alcohol which appeared in roughly equal amounts for each of the four age groups. However, alcohol reports ranged from 2½ to 3 times greater among moderate districts than among severe ones.

Districts with insignificant drug abuse

The few reports of drug abuse among the districts in which drug abuse is seen as insignificant included the use of marijuana among juveniles, young adults and adults; cocaine among adults and young adults; stimulants among young adults; and inhalants i.e., glue sniffing, among juveniles.

Where the Action Is

(QUESTION 6)

Members were asked to check off a list of places where drug abuse and trafficking are prevalent in their districts. Eighty-nine (89) Members responded to this question.

Among severe and moderate districts, schools were most frequently mentioned as places where abuse is prevalent (83%), followed by streets (72%), and the workplace (64%). Parks, and public entertainment or sports facilities were each mentioned by approximately 60% of the respondents, and corrections facilities by 49%. Other places where drug abuse occurs, mentioned by 15% of the respondents, included homes, abandoned buildings, bars, pizza parlors, video parlors, subways and clubs. Approximately 6% of the responding Members said drug abuse was not prevalent in their districts.

There is a strong, positive correlation between trafficking locations and abusing locations indicating that drug trafficking is usually prevalent in the same places as drug abuse. Streets are the most frequently cited trafficking location (75%) with schools ranking second (72%), closely followed by parks (58%), and public entertainment or sport facilities (57%). The work place, which ranked third in places where drug abuse is prevalent, was ranked fifth as a trafficking location (44%); and correctional institutions ranked sixth (35%). The other trafficking locations mentioned by 9% of the respondents included the same places listed as abuse locations, with parties and social events replacing homes. It was also noted that coastal waterways and airstrips are used for smuggling drugs especially at night. Four percent (4%) of the responding Members stated that drug trafficking is not prevalent in their districts.

Illicit Marijuana Cultivation

(QUESTION 5A)

Eighty-five (85) of the 92 Members who returned questionnaires responded to the query concerning reports of marijuana cultivation in their districts. Nearly three-fourths of those who responded said that there had been reports or evidence of marijuana cultivation in their districts. Marijuana cultivation was reported in 65% of urban districts—often very small amounts, presumably for personal use. Marijuana cultivation was reported in 87% of suburban and 74% of rural districts, including large quantities for commercial distribution. Marijuana planting was not reported in those districts where drug abuse was rated insignificant, but was reported in 80% of the moderate and 68% of the severe districts.

Illicit Drug Manufacture

(QUESTION 5B)

Eighty-four (84) Members responded to the question asking if there had been reports or evidence of illicit manufacture of amphetamine, methamphetamine, LSD, PCP, Qualuudes, etc. in their districts. Fifty-four percent (54%) of those who responded said "yes." In urban districts 65% answered affirmatively as did 61% of suburban and 40% of rural districts. No illicit manufacture was reported for the districts where drug abuse was rated insignificant, and 57% of the moderate districts and 23% of the severe districts reported no illicit drug manufacturing

Meetings

(QUESTION 9)

Members were asked whether they meet regularly with community leaders to discuss issues of drug abuse and trafficking. Seventy-five (75) Members replied to this question, and 49% of them answered affirmatively. Regular meetings were held in 59% of the 37 severe districts that responded to this question; and meetings were held in 39% of the 38 moderate districts that responded. Both of the Members replying from districts with insignificant abuse indicated that they did not meet regularly on this topic.

Mandatory Drug Abuse Education

(QUESTION 8)

Eighty-five (85) Members replied to the question asking whether their local school districts were mandated to provide drug education courses. Affirmative answers were given by 39, negative by 40. The remaining six (6) responded either "don't know" or indicated that drug abuse education was mandated in some, but not all the schools in their districts.

Mandatory drug abuse education was more likely to occur in moderate districts (57% of the 38 districts) than in severe ones (36% of 45 districts). The two Members from districts characterized as having insignificant drug abuse who responded to this question

were split: one replied that it was mandated in his district, the other states that it was not.

Perceived Problems

(Question 7)

The respondents were asked to identify, from a list of 12 choices, the major problems resulting from drug abuse in their districts. Ninety-one (91) Members answered this question. The severe and the moderate drug abuse district responses were quite similar. In descending order of frequency the problems identified were:

1. Crimes committed by users (89%).
2. Juvenile behavior problems (83%).
3. Drain on criminal justice resources (74%).
4. Health and/or safety of users and others (72%).
5. Drain on social services resources (67%).
6. Loss of productivity of workers (52%).
7. Crimes committed by traffickers (51%).
8. Moral decay (42%).
9. Corruption (33%).
10. Unemployment (23%).
11. Other (9%).
12. There is no serious problem in my district resulting from drug abuse (1%).

There was a wide variety of "other" responses to the request for identification of major problems resulting from drug abuse. They ranged from adverse economic consequences such as negative public relations images which adversely affect the tourist trade, to "quality of life" consequences such as: drops in school performance and attendance; retardation of emotional development of children and youth; increased prevalence of domestic problems and the deterioration of family life with concomitant problems such as neglect, abuse and incest; and people being in fear of leaving their homes at night lest they encounter addicts or criminals.

Two other problems listed were the apathetic acceptance of the drug problem which leads to community inaction and failure to respond to the drug-related problems, and the lack of coordination between the various agencies (family court, social services, treatment programs, etc.) in dealing with drug abuse and trafficking control.

Expressed Constituent Needs

(Questions 10–13)

The questionnaire included a list of measures to combat drug abuse and trafficking. Members were asked which of these measures their constituents feel a need for, which in the Members' opinion should receive priority consideration allocation of Federal resources, and which should receive priority consideration for State and local resources. They were also asked in which of these measures the private sector should be involved.

Ninety-one (91) Members responded to these questions. The replies are listed below in descending order of frequency of expressed

constituent needs. Two Members stated that their constituents had not expressed any needs concerning drug abuse and/or trafficking. However, they did respond to the questions concerning Federal, State/local and private sector involvement.

Improved or enhanced drug abuse prevention/education programs.—Members representing 82% of the districts reporting indicated that their constituents expressed a need for this response. Priority allocation of Federal resources for this activity was recommended by 76% of the responding Members; 77% felt this activity should be given priority for State and local resources, and 89% felt the private sector should be involved.

Improved or enhanced drug law enforcement/prosecution actions or capabilities.—This measure was checked by 80% of the repending Members as a constituent-expressed need, 69% felt this should be a priority for Federal and State/local resources, and 24% felt that the private sector should be involved in this area. Suggestions for private involvement ranged from "citizen watch" type efforts that alert police to trafficking and other drug-related criminal activities to general civilian expressions of support for law enforcement and prosecutive efforts.

More severe sentencing of drug traffickers.—This measure ranked third as a constituent need with 73% of responding Members checking this item. This item was also designated as a priority for Federal and State/local resources, respectively, by 58% and 57% of the responding Members. Private sector involvement (such as Court Watch and similar public awareness programs) was recommended by 18% of the respondents.

Improved or enhanced drug treatment or rehabilitation programs.—Treatment and rehabilitation ranked fourth among constituent needs with 63% of the Members reporting it. About half (51%) of the responding Members felt that treatment for rehabilitation ought to receive a priority for allocation of Federal resources and 63% felt it ought to be a State/local priority. More Members (70%) felt that private sector involvement, as opposed to allocation of governmental resources, is needed. These results are consistent with those obtained for prevention/education. In both of these demand reduction measures, more Members felt a need for private sector involvement than for government resources. By contrast, more Members felt a need for governmental resources than for private sector involvement in drug supply reduction measures.

Increased efforts to eliminate illicit narcotic production in source countries through diplomatic initiatives, support for crop substitution and/or eradication projects, etc.—Although 40% of the responding Members said their constituents expressed the need for this activity, 58% felt a need to make this effort a Federal priority. Thirty-one percent (31%) felt this activity should be a priority for State/local governments, although their responsibility in this area is not clear because this area traditionally has been viewed as a Federal responsibility. The 16% who felt the need for private sector involvement may be considering a range of options from public support to contractual activities, although such activities were not specified by the respondents.

Domestic marijuana eradication projects.—This measure was checked off as a need expressed by constituents by 35% of the re-

sponding Members. Thirty percent (30%) of the Members said such activities should be a Federal priority, and 23% said such projects should be a State/local priority. The 15% calling for private sector involvement included those who suggested passing on to proper authorities information on the location of illicit plantations and similar intelligence.

Other.—Nine percent (9%) of the Members reported other constituent-expressed needs including the following:

—More law enforcement manpower.
—Mandated quality drug education from grades K to 12.
—Speedier trials. Sentences are severe enough but the process is too slow.
—Sanctions against landlords who rent to drug dealers.
—Residential youth services.
—Development of creative ways to take the profit out of drug abuse and sales.
—Community involvement—a comprehensive approach involving Federal commitment to solve the problem with resources instead of words.

The 3% who specified "other" needs that should receive priority for allocation of Federal resources cited:

—Enforcement programs aimed at sweeping areas of small-time pushers.
—Job programs to prevent the joblessness which encourages drug abuse.
—Grant programs to improve abuse control and treatment effectiveness.
—Development of creative strategies for taking the profit out of the drug market.
—Seizure and forfeiture of traffickers' assets.

"Other" needs that should receive priority for allocation of State and local resources, noted by 2% of the respondents, included:

—Seizure and forfeiture of traffickers' assets.
—Providing residential youth services.

"Other" needs in which the private sector should be more involved, suggested by 8% of the respondents, included:

—Providing residential youth services.
—Public planning and action programs supportive of prevention strategies.
—Drug abuse detection for treatment purposes.
—Drug education programs in the workplace, promoting employee assistance programs and inviting prevention and treatment professionals in for consultation, training and direct service delivery.

CONCLUSIONS

During the 98th Congress, the Select Committee on Narcotics Abuse and Control conducted a series of hearings and conferences around the country to examine the nature and extent of drug trafficking and drug abuse. The conclusions reached by the Select Committee as a result of our hearings and conferences are that drug trafficking and drug abuse are increasing, and that intensified efforts by all levels of government, as well as the private sector, are

needed to combat these growing threats to public health and safety.

The survey of Members of Congress about drug abuse in their districts confirms many of the Select Committee's earlier conclusions. The results of the survey clearly indicate:

—The drug abuse problem is continuing to spread and is increasing in intensity throughout the United States—in rural as well as in urban areas—with trafficking in a wide variety of drugs increasing at an alarming rate.

—Marijuana is the most widely used illicit drug. This finding is supported by other surveys of drug use by students and the population generally. Use of marijuana is especially prevalent among juveniles and young adults. The widespread use of marijuana, coupled with the evidence of marijuana's adverse consequences, constitutes a serious public health problem, especially for young children whose normal growth and development may be severely impaired by marijuana use. The popularity of marijuana among young adults who are taking their places in the workforce also raises concerns about employee productivity, the safety of the workplace and public safety generally. Efforts to eliminate supplies of marijuana, both foreign and domestic, must be intensified. In addition, prevention education should be stressed, perhaps by supporting the various "grass roots" movements organized by parents and other concerned citizens.

—Cocaine, which a few years ago was considered by Federal authorities to be a low law enforcement and treatment priority, has now become second only to marijuana in prevalence. Until recently, few could afford this substance, but now abundant supplies and falling prices have fueled demand for this increasingly popular drug. Concern is growing that use of this drug could be increasing among school-age children. In response, the Federal drug strategy has increased efforts in cocaine supply reduction, but much more needs to be done to encourage and support efforts by source nations to control cocaine production. Increased resources must also be allocated both to educate the public about the dangers of cocaine and to provide the necessary treatment for cocaine abusers.

—The abuse of stimulants, tranquilizers and other prescription drugs is widely reported. Congress enacted legislation this year to improve controls on prescription medications and prevent their diversion to nonmedical use. The problem of prescription drug abuse as well as the new law in response to the diversion problem need to be monitored closely.

—The widespread prevalence of abuse of heroin and other opiates reported by the Members of Congress responding to this survey reflects concern with the high social costs and severe implications of narcotic addiction. Although heroin abuse is prevalent in fewer districts than is the abuse of cocaine, marijuana or other dangerous drugs, the serious consequences of heroin addiction and the segments of the population it affects cannot be ignored by the Federal drug strategy. In fact, heroin warrants closer attention.

—Among the four age groups specified in this survey, drug use is reported to be most prevalent among young adults. This situation demands national attention and concern. The abuse of all types of substances by a large segment of the young adult population in the United States has serious consequences both for this group of Americans and for the nation whose future economic development and growth is so closely tied to this group that is just entering the workforce and beginning careers.

—Among older Americans, the abuse of tranquilizers and depressants is reported as highly prevalent. This is a condition that must be closely watched by the Congress and the Department of Health and Human Services inasmuch as this represents a serious public health problem among older Americans.

—Almost all Members of Congress responding to the survey have had constituents express concern about drug abuse and drug trafficking and ask for Congressional action to combat both problems.

—The high incidence of drug abuse in correctional facilities, as reported by the respondents, indicates that Members of Congress consider this fact worrisome. The prevalence of abuse and trafficking in prisons has generated concerns over the attendant criminal and health problems, and the confirmed incidents of narcotics trafficking and smuggling into Lorton Prison in Virginia have raised some serious charges that abuse and trafficking are rampant. The Select Committee also heard testimony at the June, 1983 hearing in New York City about the increasing prevalence of narcotics trafficking and abuse in correctional facilities in the Northeast United States. This trend merits close attention by the Select Committee and other Congressional Committees during the 99th Congress.

—The survey seems to indicate that marijuana use may lead to the use of more serious drugs as the age of the user increases. The Select Committee has received testimony from parents groups and others stating their belief that use of marijuana among young people often led to the use of 'harder drugs' and the Select Committee wishes to point out that the Members' responses to the survey appear to confirm this position.

—Strong Congressional support for enhanced drug supply reduction and drug abuse treatment and prevention appear to be indicated by the fact that a majority of the respondents stated that such programs should be given a priority for allocation of resources at Federal, State and local governmental levels.

—There remains a strong need for continuing Congressional oversight of the Federal and national effort to prevent drug abuse and drug trafficking. Such oversight must recognize that efforts to control the supply of drugs and efforts to reduce the demand for drugs are complementary components of a comprehensive drug strategy, and Congressional oversight must focus on all aspects of the drug abuse problem.

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